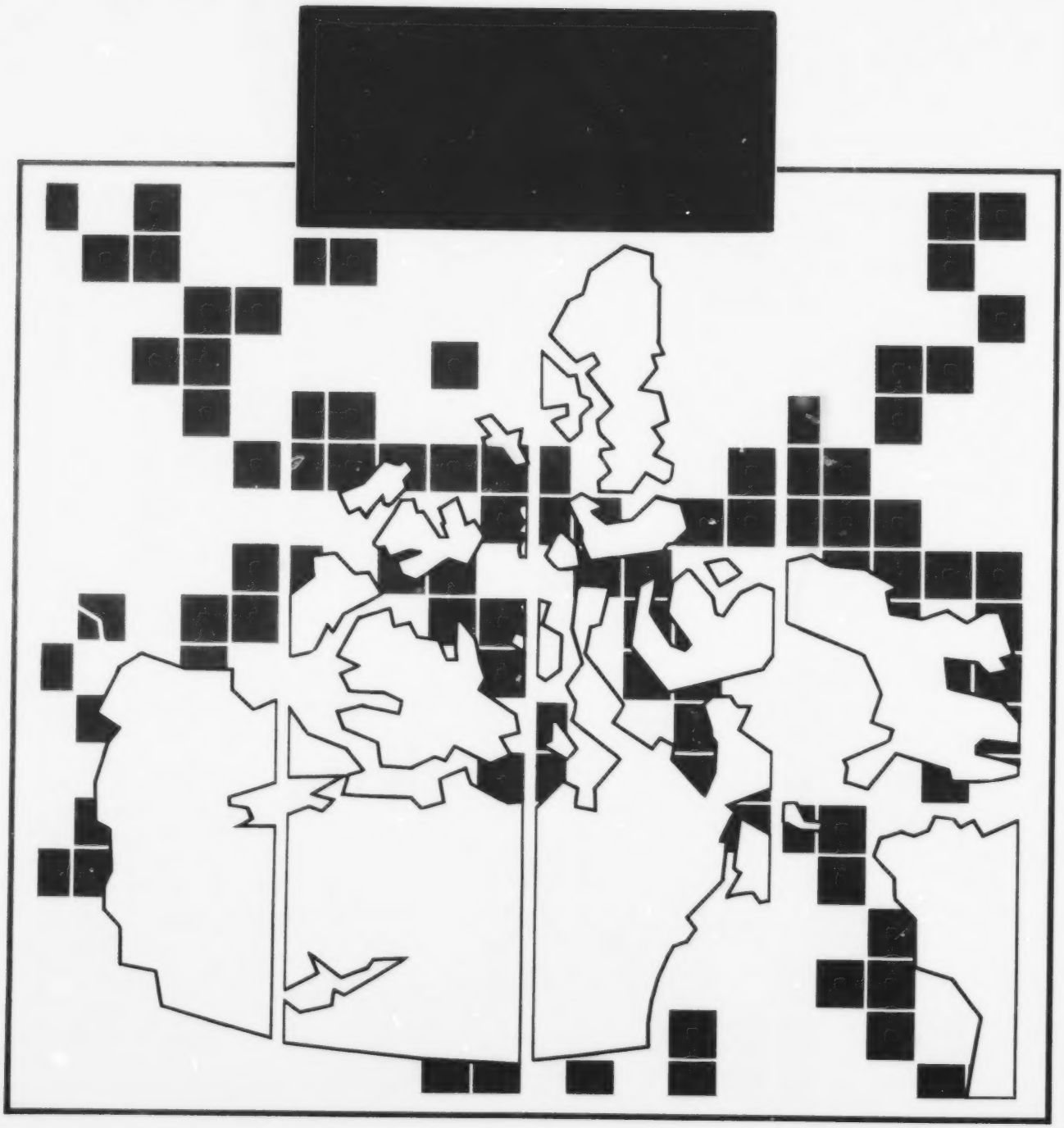
NORTHWEST TERRITORIES LAND USE PLANNING
Regional Office
P.O. Box 2180
2nd Floor, Science Resource Centre
Inuvik, N.W.T. X0E 0T0



MACKENZIE DELTA BEAUFORT SEA
REGIONAL LAND USE
PLANNING COMMISSION

Interim Report
12 August 1988

NORTHWEST TERRITORIES LAND USE PLANNING
REGIONAL OFFICE

90-00462/

Mackenzie Delta Beaufort Sea
Regional Land Use Planning Commission
P.O.Box 2180
Inuvik, NWT
XOE OTO

August 23, 1988

On behalf of the Mackenzie Delta Beaufort Sea Regional Land Use Planning Commission, I am pleased to provide you with this copy of the Draft Interim Report.

In the Interim Report, we have outlined the activities of the past year and developed some strategies for the future. The land use issues are varied but we have attempted to develop a consistent approach in dealing with them. Two themes are recurrent throughout the report: conservation and sustainable development.

The past year has been a most interesting one for the Commission. We have met with the communities twice to discuss land use issues and concerns. The communities themselves have had numerous meetings to identify issues, gather information and discuss, with the assistance of land use maps and reports, possible solutions to those issues.

The Commission commends the communities, especially those residents who are members of the community working groups, for all the hard work they have put in towards developing a regional land use plan. I would like to thank members of the public for their participation in the program over the past year by attending public meetings and workshops and voicing their thoughts to the Commission and staff. I'd also like to thank other interest groups such as industry for their willingness to participate in the program. Without the ideas and opinions of all these people, the Commission would not have made the progress that it has.

As Chairperson, I would like to thank all the members of the Regional Planning Commission for their commitment to the program and to the philosophy of 'community-based planning' which they have demonstrated since the appointment of the Commission in June, 1987. I sincerely hope that we can maintain the spirit of cooperation that we have all worked so hard to develop.

I invite your comments on the report and encourage you to continue to participate in the planning process. If you would like to discuss the report or the planning program, please call any of the Commission members or our planning office at 979-3986.

Yours sincerely,

Alex Aviugana, Chairperson
Mackenzie Delta Beaufort Sea
Regional Land Use Planning
Commission

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PART 1. BACKGROUND TO THE PLANNING PROCESS

INTRODUCTION

How Planning Began in the Mackenzie Delta-Beaufort Sea Region

The activities of the Mackenzie Delta-Beaufort Sea Regional Land Use Planning Commission are the logical extension of a process long in the making. There were only a few incursions by industry into the north before World War II (1939-45) but after that time Canada's increasing interest in the region was evident. The Roads to Resources and Remote Resource Airports programs announced in 1958, followed by the new Canada Oil and Gas Regulations in 1960, gave public expression to that interest. Oil industry interest began in the 1950's and by 1960 much of the Canadian arctic mainland and islands was blanketed by exploration permits. However, it was the major development at Prudhoe Bay, Alaska, in the late 1960's that changed the character and pace of industry interest. Concurrently, leaders of the native communities in the Mackenzie Delta-Beaufort Sea region, with great foresight, saw these events as a source of major change to their economy and lifestyle. Through their efforts, significant changes were made in the operations and regulatory aspects of the industry. All of these activities provided the stimulus for the Mackenzie Valley Pipeline Inquiry. The need for land use planning came into focus.

The Berger Report, released in 1977, suggested the need for comprehensive land use planning to address the many conflicts that the Mackenzie Valley Pipeline Inquiry had revealed. That suggestion underscored the recommendations of the Canadian Arctic Resources Committee and others who also saw the need for land use planning. Not until 1981, however, was a Northern Land Use Planning Program approved by the federal cabinet. In 1983 an Agreement was negotiated by the Government of Canada, the Government of Northwest Territories and native organizations. In 1984 a

land use planning system in the Northwest Territories was formally recognized with the signing of a Letter of Agreement by the Northwest Territories Minister of Renewable Resources and the federal Minister of Indian Affairs and Northern Development.

The Inuvialuit Land Rights Settlement Agreement in Principle, signed in 1978, was approved and entrenched in law through passage of the Western Arctic (Inuvialuit) Claim Settlement Act in 1984. Within the Inuvialuit Final Agreement (IFA), specific reference to land use planning appears in Section 7, Subsections 82-84. Also, the sections that deal with land and fish and wildlife conservation imply a degree of management best achieved through land, water and renewable resources planning.

The Regional Commission Began Its Work in 1987

Territorial and regional land use planning commissions have been established - the Northwest Territories Land Use Planning Commission in January 1986, the Lancaster Sound Regional Land Use Planning Commission in September 1986, and the Mackenzie Delta-Beaufort Sea Regional Land Use Planning Commission (hereafter referred to as the Commission or Regional Commission), in April 1987. The latter Commission, which held its first meeting in June 1987, consists of two commissioners nominated by the Northwest Territories Land Use Planning Commission, two nominated by the Inuvialuit Game Council, two nominated by the Inuvialuit Regional Corporation, and two by the Mackenzie Delta Tribal Council on behalf of the Dene-Metis*.

The Planning Boundary for the Region Incorporates Areas of Interest to Eight Communities

The planning boundary for the Mackenzie Delta-Beaufort Sea Region originally coincided with the boundary of the Inuvialuit Settlement Region. However, at a meeting held at Inuvik in September 1986, it was

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* As a result of a recent decision to establish a Denendeh Regional Land Use Planning Commission, this representation by the Dene-Metis on the Mackenzie Delta-Beaufort Sea Regional Land Use Planning Commission may drop to one.

recommended that the planning region be expanded to include areas of interest to the communities of Fort McPherson and Arctic Red River, including the Peel River Basin in the Yukon (Figure 1). The recent decision to proceed with a separate Denendeh Planning Region means that the boundary for the Mackenzie Delta-Beaufort Sea Region in the Mackenzie Delta area will again be coincident with the boundary for the Inuvialuit Settlement Region. There will remain two eastward extensions to the Inuvialuit Settlement Region boundary to include the Bluenose Lake area southeast of Paulatuk and all of Borden and Mackenzie King islands.

Land Use Planning is Thinking Ahead

A question frequently asked of the Commission is "What is land use planning?" A simple explanation was provided by one commission member at the Land Use Planning Information Workshop at Inuvik in May 1988, who described the process thus:

> There are probably as many different definitions of planning as there are planners. To me it means thinking ahead rather than simply waiting to react when some event overtakes you. You find out what you have of land, water and resources and then think out what they might be used for - that is, what economic use or development you might wish to undertake. You decide what condition those lands and resources should be in when passed on to your children. You find out what uses other people might wish to make of your land resources and what economic return that might make to you. You consider what conflicts might arise and thus which options for use might suit you best - and you make trade-offs. All use of land and resources creates some change and thus some sort of trade-off. Most importantly you decide what is your bottom line - what you wish to preserve and pass on to your children. Given this kind of forward thinking you are prepared to deal with any opportunities or challenges that might arise.

Another explanation of land use planning is found in Naysmith's publication* which suggests four reasons for planning:

- to reduce generalized objectives to more specific proposals that can be readily measured and understood;

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* Naysmith, J.K. 1975. Land use and public policy in northern Canada. Department of Indian and Northern Affairs, Ottawa. 218 p.

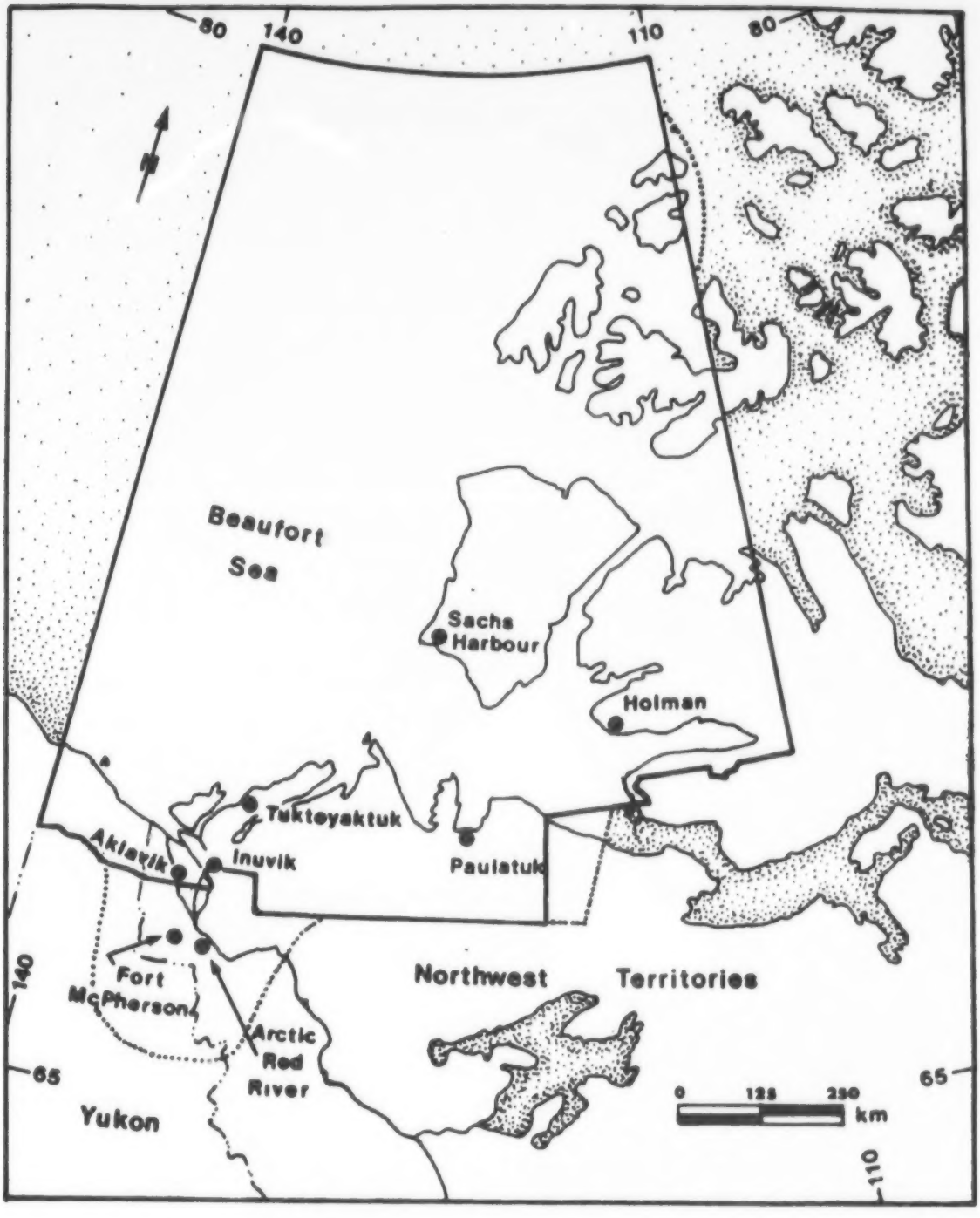

Figure 1. The Mackenzie Delta-Beaufort Sea Planning Region includes all of the Inuvialuit Settlement Region (heavy line) plus an eastward extension to include all of Borden and Mackenzie King islands, an extension southeast of Paulatuk to include the calving grounds of the Bluenose caribou herd, and a southern extension to include the area of interest to residents of Fort McPherson and Arctic Red River. The latter extension will become part of the Denendeh Planning Region.

- to make it possible to monitor and evaluate progress towards attainment of objectives;
- to ensure coordination of land use developments with necessary transportation, utility and community facility systems; and
- to enable coordination and direction of land and resource use where more than one agency has interest and responsibility.

Land Use Planning is Negotiating and Seeking Consensus

Land use planning provides a process through which potential and actual land uses are identified, with a view to avoiding or minimizing confict. It provides a process to integrate competing views in a comprehensive manner, through consultation with all the various regional, territorial and national groups. It provides a base of information regarding land use in the planning region, justification for certain ongoing land uses and arguments why certain other land uses should not continue. It provides the framework for rational decision-making on the use of land and resources; it determines the why, who, what, where and when for use of the land and resources.

In summary, planning that anticipates the future provides a systematic decision-making process in which land use objectives are clearly defined and worked towards. Fundamental to this process is the identification of the variety of possible land uses and the ability to orchestrate differing values in a comprehensive manner.

GOALS AND OBJECTIVES OF THE REGIONAL COMMISSION

The Regional Commission has Two Key Goals and Six Objectives

Some suggested goals and objectives were prepared for the Regional Commission by the Policy Advisory Committee of the Northwest Territories Land Use Planning Program as a basis for preparation of terms of reference and for developing the Land Use Plan. The goals originally suggested for the Commission were:

1. to institute a community-based land use planning process in the Mackenzie Delta-Beaufort Sea region; and

2. to produce plans for the use of land* and resources in the region.

Objectives to achieve these goals were suggested as follows:

1. to arrive at a fair balance of land and resource use throughout the Mackenzie Delta-Beaufort Sea region;
2. to identify opportunities and constraints for land use;
3. to advise on preferred or priority uses of specific areas;
4. to minimize land use conflicts;
5. to recommend simpler, clearer, more accountable decision-making processes;
6. to publicize the existence and objectives of the plan.

Since that initial document was written, the Regional Commission has refined its goals in detailed terms of reference which have been forwarded for ministerial approval.

Planning Principles from Several Key Documents Guide Regional Planning

The Commission recognizes the planning principles contained in the 1983 Basis of Agreement and the IFA, as well as the native claims agreements-in-principle and initialled sub-agreements on land and water management. The Commission also endorses as guidelines the conservation philosophy of the Task Force on Northern Conservation. The sustainable development objectives of the World Conservation Strategy and the World Commission on Environment and Development are also integral to the work of the Regional Commission. The regional plan should combine the philosophy of conservation with that of sustainable development while maintaining the widest possible range of options for land and resource use. As stated in the Report of the Task Force on Northern Conservation, the "challenge is to protect the resource base without making industrial activity impossible or impractical."

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* Throughout this document 'land' in the context of land use refers to the land, inland waters and offshore.

Conservation Does Not Preclude Development and Use of Resources

The Commission, in an attempt to capture the conceptual attributes of conservation, defined it thus:

> Conservation is reflected by an attitude toward the use of natural resources dictated not by immediate gain but by appreciation of their value in the natural system. Conservation is the management of human use of the region so that it may yield the greatest sustainable benefit to present generations while maintaining its potential to meet the needs and aspirations of future generations.

From one of the communities came a very compelling definition that paints a word picture for the mind:

> Conservation is ensuring that if we take caribou, that there will be caribou the next year and the year after that; the same for anything else. This applies to the use of the land; if it is used and enjoyed now, it must be left and preserved so that it will be there for the next year and future years.

These definitions make it clear that conservation does not preclude development and the use of resources. It accepts the use of natural resources as essential to the prosperity and well being of people in the region, but insists that the use must not destroy or subtract from the continued viability of these resources. Both retention of the quality of resources and sustainability of their use must be inherent in any plans for their use or development. The people of the region, those who will be most affected by either good or bad management of the resource base, must play a major role in decision-making if conservation of resources is to be achieved.

PART 2. WHAT HAS BEEN DONE

ACTIVITY TO DATE

Identification of Community Concerns Has by Design Dominated the First Year of the Commission's Work

The Regional Commission has been in operation for one year. It recognizes territorial and national concerns. However, in keeping with the ministerial directive that planning be community driven, the Commission has deliberately focussed its initial attention at the community level. During that one year, the Commission held eight meetings, which representatives of various interest groups attended from time to time. The Commission also conducted two tours of all eight communities in the region. The purposes of the first tour, held in October and November 1987, were to discuss the structure of the planning program, decide on the boundary of the planning region, and identify the issues that are of concern to the people. Issues brought up at each community during the first tour of the Commission are listed in Figure 2. An update on the process, details of work in progress and the detailed terms of reference for the Commission were discussed during the second tour in March 1988. During each tour the Commission met with the general public, as well as with community working groups.

Each Community Has a Working Group

The Commission, with its representation of various regional groups, gathers most of its membership from within the region. For added community representation, working groups were established in the early stages of the process to ensure participation by the communities; members of the working groups represent the major land user groups within each community and are responsible for keeping the parent organizations informed of planning activities. The community working groups meet regularly to discuss land use planning issues of importance to their respective communities and to advise the Commission on local and regional priorities to be addressed in the Land Use Plan.

A training workshop for community working groups was conducted in August 1987 to discuss the reasons for planning and to suggest steps for preparation of the Land Use Plan. The week-long workshop used several land use scenarios from the region to illustrate the planning process.

Mapping Projects Identify Regional Resources and Land Uses

The first project undertaken by each community working group was to map the areal extent of land use by the community and to identify the specific resource uses. Community resource maps have been compiled for all eight communities based on interviews with local hunters and trappers. The maps outline areas important for hunting, trapping, fishing, recreation, seasonal wildlife habitat, cultural sites and renewable resource development.

To merge traditional knowledge with scientific information, the community resource maps had to be overlain with maps that showed scientific information based on studies previously done in the region. Government departments, industry, Inuvialuit and Dene-Metis management bodies, and other interests are all cooperating with land use planning staff for compilation of the resource information.

Each Community has its own Distinctive Approach to Resource Mapping

The Commission has attempted to coordinate its activities with those of other planning and management bodies. For example, the Paulatuk Working Group is drafting a community conservation plan under the direction of the Wildlife Management Advisory Council (WMAC-NWT) and with the support of the land use planning program. The Paulatuk Working Group has produced maps that show the seasonal distribution of wildlife, based on both community and scientific information, fish habitat, existing protected areas and proposals for protected areas.

Other examples outlined below demonstrate the range of community priorities assigned to current mapping projects. The Aklavik Working

Group produced maps that show habitat for various fish species based on scientific studies conducted in the Mackenzie Delta. Migration routes, feeding, spawning and overwintering areas are recorded on these maps. The Sachs Harbour Working Group mapped potential tourism sites. A system of zoning was proposed which could restrict tourism activities in specific locations throughout the area used by community residents. The Tuktoyaktuk Working Group carried out an environmental impact study for removal of granular resources within their area of interest.

The Regional Commission Seeks Consultation With Other Interests Beyond the Communities

As one example of the Commission's work beyond the communities, some members of the Commission met with representatives of the petroleum industry in February 1988 to discuss involvement of exploration and pipeline companies in the program. In March 1988, the Commission met in Inuvik with the Policy Advisory Committee of the Yukon Land Use Planning Program to establish a mechanism for dealing with planning issues that overlap adjacent jurisdictions. These overlapping interests occur because the Inuvialuit Settlement Region extends westward to the Yukon-Alaska boundary and because people from a number of Mackenzie Delta communities hunt and trap in the Peel River drainage basin. It was decided that until a planning commission is established for the northern Yukon region this Commission will share information relevant to planning in the overlap area with Yukon's Policy Advisory Committee and with Yukon planning staff.

Workshops are one way for the Commission to obtain viewpoints from interests beyond those expressed by residents of any one community. An information workshop, held in May 1988, helped clarify many of the community and regional issues that had been raised to that time. Community working groups, government agencies, management bodies established under the IFA, and other interest groups helped identify information necessary for land use planning, responsibilities for information gathering, and communication of land use activities to communities and other interested parties.

An information management system is under development for the region, and a contract to develop a data base will be let in the fall of 1988. The data base will assist the compilation of maps to be used by the Commission and communities. The data base will include descriptive materials that will assist in assessment of land for different purposes. Mapping options have been analyzed and pilot projects initiated to test the suitability of different computer mapping systems for land use planning. Information collected for the Inuvialuit community resource maps is now being entered into a PAMAP Geographic Information System that is stationed in the Inuvialuit Land Administration office in Tuktoyaktuk.

Two newsletters have been printed in English, Gwitchin and two Inuvialuktun dialects (Siglit and Holman). These newsletters have been distributed to the communities, government departments and other agencies.

Draft detailed terms of reference for the Regional Commission have been reviewed by the communities. These revised terms of reference were approved by the Commission and were forwarded for ministerial approval in May 1988.

FINDINGS TO DATE

Land Use Planning Requires a Cooperative Approach

Land use planning is a mechanism for influencing and coordinating the management and use of land, water and resources. It can be an effective way of involving the public in decision-making. It can also improve cooperation among all levels of government. However, the land use planning program is not based in legislation. Implementation of plans therefore requires a cooperative approach, as well as political commitment of the federal and territorial governments and native organizations. The success of the program and the success of the plan also depend on the appropriate agencies voluntarily taking responsibility for implementation of those parts of the plan within their jurisdiction. This cooperative approach is consistent with consensus decision-making.

It may take longer to produce a plan based on consensus, but the end result is a plan negotiated among all interest groups and one suited to the interests of all user groups.

Many Current Issues can be Solved by Existing Programs Without the Intervention of Land Use Planning

The communities have taken a keen interest in land use planning and through that process have developed comprehensive lists of issues (Figure 2). Examination of the issues compiled from the first community tour by the Regional Commission revealed that most of the issues fall clearly within the mandate of existing government programs that are based in legislation. The question then is how best to bring government agencies and the communities together so that appropriate action will ensue. The workshop held at Inuvik in May 1988 provided a first answer by suggesting that many issues can be resolved between government and the communities using existing procedures without the third-party intervention of regional planning. However, land use planning can have an important role where issues affect several communities, require major change in present government procedures or programs, or require new or amended legislation.

Regional Issues Centre Around 13 Major Concerns

The regional planning issues identified so far can be grouped around the following recurring concerns: protected areas; renewable resources; economic development; non-renewable resources; transportation; environmental effects; scientific research; culture and tradition; military installations and activities; municipal issues; overlap; land claims; and issues of sovereignty. Most issues involve two possible aims - conservation and economic development. Many of the issues are a combination of both, reflecting a need to maintain the land and resources but also to take advantage of economic opportunities as they arise. Brief descriptions of these main concerns and the major players involved are outlined below.

AKLAVIK

Polar Bear Hunting
Dredging Impact on Whitefish
Yukon overlap - Sheep Hunting
Tourism
Big Game Sports Hunting - Dahl Sheep
Roads - To the hills
- Connection to Dempster at 8 Mile
Re-establish Coal Mine
Gravel Sites
Waste Sites
Ocean Dumping
Boundary
Herschel - Tourism & Overlap with N. Yukon
Porcupine Caribou Herd
Industry on N. Slope of Yukon

ARCTIC RED RIVER

Highlevel/Energy Oil/Gas Development
Water Quantity
Airport
Fisheries - Fish Plant
Tourism
Health Concerns - no nurse resident in town
Local Hire in Development Projects
Gravel

SACHS HARBOUR

Tourism
Sports Hunts
Archaeological Research
National Park Proposal - Nelson Head
- Thompson River
Ocean Dumping
Scientific Research
Mining - Coal, Diamond, Copper
Shipping
Sovereignty
Gas Route
Implementation of the plan
Boundary with east (Melville Island)

HOLMAN ISLAND

Sports Hunts
Polar Bear Management Zones
Tourism
Melville Island
Wildlife Conservation
Ocean Use
Environmental Damage
Roads, Dumps, Airport
Communications between Holman and Commission

FORT MCPHERSON

Yukon Overlap (incl. fire-burn areas)
Dempster Corridor
Tourism
Habitat Management (dams)
Environmental Concerns (clean-up, etc.)
Mining
Protected Areas
Land Use Permits/Lack of Community Consultation
Confidentiality of Information
Relationship between Land Use Planning and Land Claims
Peel River Basin
Ferry Development at 8 Mile
Caribou Crossing Dempster

INUVIK

Tourism
Pipeline
Campbell Hills Proposed Park
Local Hire in Development Projects
Recreation
Industrial Waste Sites
Tuk - Inuvik Highway
Natural Gas Around Inuvik
Town - Water supply and gravel pits not within town boundaries (access)
Sewer Lagoon - New Site

PAULATUK

Fisheries
Sports Hunts
Hamlet - gravel site for new airport extension of municipal boundary
DEW line site clean-up
Tourism
Boundary - Bluenose calving grounds

TUKTOYAKTUK

Sports Hunts - Not allowed on Reindeer Preserve
Inuvik - Tuk road
Declining Whitefish Population
Reindeer Herd
Tuk Harbour - Harbour Management Study
McKinley Bay - Harbour Management Study
Shipping
New Airport
Natural Gas Pipeline
Climate Changes

Figure 2. Issues raised in each community during the October-November 1987 tour of the Regional Commission (Source: Mackenzie Delta-Beaufort Sea Regional Land Use Planning Commission Newsletter, Issue No. 1, Nov/Dec 1987).

Protected areas

Protected areas are areas identified as significant for environmental, biological, physical or traditional reasons. They range in scope from local, to territorial, to national designation and even to those of international significance. To date, protected areas are the responsibility mainly of the Canadian Wildlife Service and Parks Canada. The Northwest Territories Department of Renewable Resources has also developed a list of areas of special significance. The identification and protection of archaeological sites is the responsibility of the Northern Heritage Centre. The WMAC-NWT, instituted under the IFA, is in the process of developing community conservation plans for each of the Inuvialuit communities. For all of these existing programs, land use planning can assist through information-gathering and coordination, project awareness and public knowledge of land use activities. The Land Use Plan can also provide support and justification for legislative amendments or new legislation required to establish protected area systems.

Renewable resources

Wildlife and fisheries have been identified as important issues in land use planning in the region. The conservation approach adopted in the Land Use Plan must consider the continued survival of these renewable resources when examining options for land use activity. The Land Use Plan will be of value in identifying areas and resources of special concern, especially for areas not covered by community plans. The plan should also suggest ways to resolve problems where there is overlap or divided jurisdiction.

Species management plans by the NWT Department of Renewable Resources, the Department of Fisheries and Oceans, and the Canadian Wildlife Service are not the responsibility of land use planning. However, the Land Use Plan can endorse the departmentally-accepted principles of conservation and sustainable development, without jeopardizing opportunities for economic development. Thus, it can influence the setting of priorities

for research and management planning. To date, the planning process has served the very important function of making community concerns known to government and, to a lesser extent, to industry. However, there remains a need for improved information and education programs to explain government initiatives to residents of the region.

By looking at all land and resources as an integrated whole, land use planning can help coordinate the management of all resources. It can also encourage the management of the environment as a biological system rather than on a species by species basis.

Economic development

Economic development involves the use of the land and resources in some way. Land use planning can promote sound development or provide defenses against bad development. Most economic development issues discussed to date by the communities in a planning context involve the sustainable development of renewable resources, the extraction of non-renewable resources or development of the tourism industry.

The main concern for economic development under this heading is tourism, as shown by the community concerns summarized in Figure 2. Land use planning can support tourism by identifying potential tourism attractions through land and resource mapping, by ensuring access to the land for tourism activities, and by ensuring that tourism is compatible with other land uses.

Non-renewable resources

Activities such as oil and gas development, mineral extraction and the exploration for these resources have a direct competing effect upon regional land use. Past, present and future regional development scenarios from industry, government and private interests are significant factors for the Land Use Plan. Oil and gas leases, exploration permits and transportation corridors for present and future development are all important land uses within the region. However, all of the issues

related to non-renewable resource development are the responsibility of existing departments or agencies. For example, the Canada Oil and Gas Lands Administration (COGLA) is responsible for exploration agreements, new leases are the joint responsibility of Energy, Mines and Resources and COGLA, and transportation routes fall under the mandate of Public Works Canada and the territorial Department of Highways.

The role of land use planning is to ensure that such activities are undertaken in the context of integrated resource management. Developments can be planned to avoid areas of critical concern for fisheries, wildlife or archaeological sites, yet still support the local economy. Properly planned, they can provide jobs, entrepreneurial opportunities and better infrastructure. Improved air, road and dock facilities required for such developments can be designed to provide maximum benefit to the communities and minimum disturbance to the resources if they are coordinated within the Land Use Plan. To this end, and to ensure that the Land Use Plan recognizes and provides for the national interest, members of the Commission met with the Canadian Petroleum Association, the Independent Petroleum Association of Canada, and the Small Explorers and Producers Association of Canada in February, 1988. The Canadian Petroleum Association subsequently provided the Commission with a report on petroleum-related activity and resource potential within the planning region. The latter was a practical demonstration of the industry's desire and capacity to support land use planning, while at the same time responding to the desire of regional residents for information on development scenarios.

Although there are very limited mining interests in the planning region, such as coal deposits around Aklavik*, these can be adjusted to the Land Use Plan to maximize benefit to the communities while minimizing any harmful impacts. Conservation of the environment and the economic well-being of the region's residents are foremost goals of the communities. The Land Use Plan can be used to achieve these two ends.

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* Potential mineral interests in the Peel River Basin were the subject of much interest at meetings of the Regional Commission; for future planning purposes the Peel River area will be the concern of the Denendeh Regional Land Use Planning Commission.

Transportation

Transportation involves regional as well as territorial and national concerns and transportation facilities will be of major importance in the Land Use Plan. Also, transportation routes cross more jurisdictional boundaries than other land-related issues. In the planning region, the Dempster Highway, potential extensions to the Dempster and Mackenzie highways, access to these highways, transportation on the Mackenzie River and Beaufort Sea, and potential pipelines are the main transportation concerns. The Land Use Plan will contain a major section on transportation, with recommendations on how to maximize access to the communities and to maximize economic opportunities related to transportation facilities. Transportation and communications cannot be over-emphasized for their impact upon the northern economy and lifestyle.

Environmental effects

The term 'environmental effects' is used here to cover a broader range of subjects than is implied by the term 'environmental impacts'. For example, disposal or storage of wastes and dangerous goods, as well as their transport over land or water, are regionally expressed concerns that fall under this subject.

Work by the Regional Commission to date has not revealed any clear direction as to where concerns over environmental impacts are best addressed. For example, how far can land use planning take environmental issues before they should be considered for environmental assessment and review under any of several possible administrative arrangements. In this region, in addition to federal and territorial interests in environmental assessment and review, the IFA also provides for reviews through an Environmental Impact Screening Committee and an Environmental Impact Review Board.

Scientific research

Scientific research undertaken at the level of community interests should actively involve local residents and their interests. However, well-

planned research requires a regional view that ensures application over the entire region. It is in this context that research planning relates to regional planning. Research is presently planned and conducted by several federal and territorial government departments. In addition, under the terms of the IFA there are potentially four bodies with some responsibility for research: the Fisheries Joint Management Committee; the WMAC-NWT; the WMAC-Yukon; and the Research Advisory Council. This latter agency has yet to be established but is under active planning. It should provide much of the coordination needed, since it will have a mandate to coordinate research as well as to collect and collate research data, recommend research and provide a repository for research reports and data. The main role of regional land use planning in relation to research is, therefore, to encourage research needed to answer regional planning questions if these differ from questions being addressed by community-driven or other research.

Culture and tradition

Most of the research and action required for this area of concern should fall within the purview of the communities. However, a potential role for regional planning is to support protection for archaeological areas or to foster cooperative action for their protection.

Military installations and activities

While the impact of a military installation may fall upon an individual community, clearly the impact of associated activity may be felt beyond local community boundaries. Marine activity as well as air passage can impact upon the renewable resources of the area, and upon the ability of people to harvest them. To minimize adverse impacts all agencies within the area will be required to cooperate with the people on a regional basis. Encouragement of such cooperation is a major function of land use planning. In addition, planning decisions should be cognizant of economic benefits, both in terms of protecting renewable resources that yield economic benefits and in terms of employment benefits that may come directly from military facilities.

Municipal Issues

Most municipal issues can be dealt with directly by negotiation between the community and the applicable government agency. However, decisions made for one community could establish precedents that might or might not be in the best interests of other communities. Using Inuvik as an example, gravel sources, dump sites, airport facilities and docks are the kinds of concerns that would involve community authorities in direct negotiation with external agencies such as the Inuvialuit Land Administration, Department of Communications, Transport Canada, Department of Indian Affairs and Northern Development, Department of Fisheries and Oceans and Environment Canada. To the extent that the Land Use Plan can identify and rationalize these issues, it can make a significant contribution to resolution of specific problems as they arise.

Overlap

Issues of overlap fall clearly within the regional land use planning framework and will engage the Regional Commission or its office in inter-region negotiations. The latter often involve other authorities and communities. Mechanisms should be established through the Land Use Plan to identify and resolve potential inter-jurisdictional problems. Now that the communities of the southern Mackenzie Delta area will be in the Denendeh Planning Region, new inter-region questions will arise for the Mackenzie Delta-Beaufort Sea Regional Land Use Planning Commission. For example, upstream activities in the Mackenzie River Basin could result in water changes of concern to residents of the region.

Land claims

It is essential to maintain a clear understanding of the distinction between land use planning and land claims. The two are related but separate processes. The Land Use Plan must take account of and be sensitive to land claim negotiations. However, some functions of planning, such as mapping and provision of a data base, are not inimical to land claims negotiations. In fact, information that becomes available as a result of land use planning could enhance the land claims process.

Issues of sovereignty

The role of land use planning in issues of sovereignty requires examination. Existing arrangements for cooperative management and regulation of resources that are harvested on two sides of a shared international boundary are visible and practical examples of Canada's jurisdiction over its northern lands, marine waters and ice areas. These examples are significant in international recognition of Canada's sovereignty. The greater number of government agencies with interests in offshore areas compared to land areas offers an opportunity for land use planning to serve as the linkage between the communities and various national interests related to defence, international treaty obligations, and other bilateral concerns.

PART 3. WHERE TO PROCEED FROM HERE

GOALS AND ACTION ELEMENTS OF A LAND USE PLAN

The Land Use Plan has Three Goals and Ten Action Elements

Discussions with community working groups and the public has led the Commission to tentatively suggest specific goals and major action elements for the Land Use Plan. Distinct from the goals of the Commission itself, the goals proposed for the Land Use Plan are:

1. to conserve in perpetuity the basic resources of land, water and wildlife on which the communities of the region depend;
2. to maximize the sustainable use of the region's resources; and
3. to maintain the greatest range of options for community use and development.

Action Elements are Stepping Stones to a Land Use Plan

To achieve the goals of the Land Use Plan, the following ten actions are required:

1. identify the major possible land uses, the options to develop these potential uses, and constraints against each potential use;
2. identify preferred or priority uses of the land, water and associated living resources;
3. support development of community land use plans and weave them into a regional plan;
4. ensure the establishment of a system of protected areas;
5. establish a management system for regional data and information;
6. ensure the amendment of existing legislation or promotion of new legislation, if required to achieve the goals;
7. provide a mechanism for conflict resolution;
8. produce a mechanism that provides for the participation of local people in the decision-making process;

9. produce a system for assessing and lessening the impacts of development upon the environment and culture; and
10. provide information and support for the Land Use Plan and its implementation.

STRATEGY

The strategy for land use planning, as seen by the Commission and as directed by the responsible Ministers, flows from community-based desires and initiatives. Thus, community use of resources must take precedence in the strategy for achieving sound land use. That does not mean that regional, territorial and national interests are not important; they assume their full significance only when viewed in the context of the communities in the area.

A Strategy for Implementation Involves Five Key Elements

Five elements required for an effective strategy are apparent from the Commission's activities to date. These are: community planning; establishment of special use or protected area systems; integrated resource use; establishment of effective management bodies; and establishment of a regional information and data base system. These elements are outlined briefly below; steps towards their implementation are suggested in the section entitled Discussion.

Planning Begins With Community Participation

The communities are not without interest in regional and national matters, but for land use planning to be successful it must be community driven. This means that the people of each community must be kept informed and made to feel a meaningful part of what is going on; their knowledge and their needs must be built into both the process and the plan. The use of community working groups, made up of representatives of the various land users, has proven very effective for the process. Their work can be enhanced and supported by regular meetings with regional planning staff, and by periodic meetings with the Commission. Periodic

public meetings, where a broader range of residents can meet with both the working groups and the Commission, enhance the process as well. Workshops provide a good opportunity for working groups to meet their counterparts from other communities. They also provide an opportunity for direct exchange between resource experts and representatives from the communities.

This kind of effort and interaction leads directly to a need for community planning. The regional plan should provide a broad framework for land and resource use; it may be seen as the glue that holds community plans together in a common purpose. However, it is at the community level that most of the action will take place; community plans will form a substantial part of any regional plan. They are best developed by the community working groups, supported by planning staff and representatives from relevant government agencies. The same process that has produced the community resource maps can be used to ensure that all within the communities have input to the process. In some communities, this has included door-to-door contact by members of the working group, an approach that may be necessary in all communities. However, individual working groups are best suited to decide what process is preferable for each specific community.

Special Use or Protected Areas are Integral Parts of a Land Use Plan

Community consultations have reinforced the general view that wildlife, including fish and marine mammals, and tourism constitute the major renewable and sustainable sources of livelihood from the land, water and living resources. Wildlife is highlighted throughout the IFA and in the communities. Tourism was the one issue raised in every community of the region during the Commission tours, as shown by the community concerns summarized in Figure 2. From this there has arisen concern to protect critical habitat areas, areas of particular beauty and areas of archaeological or cultural significance. For areas that must at all costs be preserved some system, or systems, of protected areas should be established. Paulatuk, in proceeding towards a renewable resource conservation and management plan, has used the need for protected areas

as the concept, or major requirement, around which to build its community plan. Other communities may wish to consider the Paulatuk approach as a model. Once such plans are in place for all the communities and for the region, the system or systems of protected areas should provide a very sound base from which to make decisions about different land uses and development.

Management of Land, Water and Living Resources Must be Integrated

Integrated resource use is a concept long accepted, but it is poorly understood and not much practiced. A complicating factor is the traditional division of responsibilities within government. This has long been a problem in the north, where responsibility for many natural resource activities resides with the federal government while others have been transferred to the territorial government. The most outstanding example of this involves Government of the Northwest Territories responsibility for wildlife, but the land on which the wildlife depends is under federal jurisdiction. This unsatisfactory situation is slowly being resolved, in part because of the IFA and other land settlements in the making. Regardless of these changing circumstances, it remains imperative that management plans for land, water and the living resources be integrated to maximize benefits. Likewise, plans for development of non-renewable resources, and the associated transportation facilities, must be fitted into land use planning and management plans for sustainable use.

Effective Management Bodies are Needed for Implementation of a Land Use Plan

An effective system of joint management bodies in the region is required. Several joint management bodies provided for under the IFA are instructive as possible models. They may not, however, be the only joint management bodies required for the region. If the region is to develop as we believe all wish it to, management will be critical and the management bodies needed will require a departure from traditional systems. Any new management systems must be grounded in law, as are the

various bodies under the IFA. In that context, it should be emphasized that the Regional Commission has no basis in law; it is simply a creature of policy. At present that may not be bad, because the whole planning process is just evolving and finding its way. At some point, however, there must be legislative backing for undertaking those actions that are found to be workable and necessary.

A Regional Information Data Base Must Be Established

It is imperative that an adequate data base system be established for the region. Good factual data about the land, water and the living resources form the basis upon which land use planning is built. To this must be added information about what others are thinking, or wish to do. This information is of little value if it is locked away in reports of government agencies or in industry. The information must be organized, collated and kept in a manner that permits ready recall and updating. These steps require a computer-based geographic information system.

Beyond the requirement for some data storage and retrieval system, there is a need for an effective information program that ensures easy access by all. Planning requires a knowledge of what is going on.

If the land use planning process is to prove valuable over time there must be better methods for flow of all information between all the actors in the plan.

DISCUSSION

What Happens When the Present Phase of Planning is Completed?

This section of the report looks at an issue of great importance which has been raised in every community, and indeed within the Commission

itself - What happens when the present phase of planning has been completed? The enthusiasm of people within the communities has already been noted; the entire process has necessitated a considerable commitment of time by many individuals. For local participants, time has had to be taken from the day-to-day concern to obtain food and income primarily from the products of the land; it has also competed for time amongst people who are already committed to participate in the meetings of other organizations and committees. The Commission has received a clear message that there must be positive and early follow-up to the planning process or else community participation will cease. For this reason, it is extremely important that the policy respecting land use planning as a vehicle for resource and other development programs be clarified as soon as possible to maintain the present momentum.

Direct Community - Government Interaction is Necessary for Implementation of a Land Use Plan

It was stressed by those who participated in the planning process that most land use concerns have far-reaching implications not only for the physical environment but also for the socio-economic fabric of society. Therefore, the Regional Commission is of the opinion that the Land Use Plan must be sensitive to potential impacts of land uses on peoples' lives and must consider the value of those land uses in more than strictly monetary terms. Activities to date have indicated that successful planning relies heavily on those management agencies that carry out action programs as part of their ongoing responsibilities. This means that all levels of government and management regimes must be involved in implementation of a Land Use Plan, and the success of the process depends on their continued participation.

As noted under Findings to Date, most of the issues raised by communities during commission tours are best dealt with by the communities interacting directly with the relevant government authorities. The proposed strategy for implementation of a Land Use Plan recognizes that point.

The Strategy for Implementation of a Land Use Plan will Involve Five Major Thrusts

The preceding sections briefly describe the main issues that have been identified to mid-1988 and touch upon the role and responsibility of the Regional Commission and the resulting Land Use Plan. As outlined earlier, the proposed strategy for dealing with these issues will focus on five topics:

- community planning;
- establishment of special use or protected area systems;
- integrated resource use;
- establishment of effective management bodies; and
- establishment of a regional information and data base system.

These concerns, around which the Regional Commission bases this interim report, are further discussed in the paragraphs below.

Community planning

The first element of the proposed strategy to implement the Land Use Plan is to foster community planning and to encourage the involvement of local residents in the production of community plans. These plans should be produced in the communities with advice and assistance, as required, from planning staff and relevant government agencies. The activities of the Regional Commission to date have led, through systematic examination of the community issues, to a better understanding by the communities of government agencies already involved in issues related to land use planning. The community-based orientation of the first year of the region's planning process is expected to encourage long-lasting linkages between people and government that will improve access to information about existing programs. More importantly, this established liaison should help to ensure successful implementation of goals set down by the Land Use Plan.

Establishment of special use or protected area systems

The establishment of special use or protected area systems is basic to all thinking or action respecting land use. Regrettably, this remains a subject for which there is confusion at every level of government, including the international scene. Policy must now be articulated to take the concept beyond the present rather fragmented, if effective, systems now in place, such as national and territorial parks and wildlife management areas. Sustainable use of the renewable resources of the region is, to the Commission, the most basic element of community thinking. Consequently, there must be measures in place to protect areas critical for the maintenance of stocks.

The requirements for protective mechanisms for renewable resources may need to be quite complex. Protection may need to be year-long in some cases or only very brief in others; it may need to be total for an area or directed only to a single species within an area. Where protection is required to cover certain annual events, flexibility in regulation may be essential both for time and for place. There is now no single protective device, or even combination of regulatory devices, that appears to be adequate for all perceived sustainable uses of the region's renewable resources. Further requirements at both the regional and community levels must be identified, and the policy decisions must be made to spell out how those requirements will be met. The bottom line for the Regional Commission is that areas critical to the continued well-being of the renewable resources and to the economic and cultural well-being of the residents of the region must receive protection. Such areas are unlikely to be available for trade-off against other proposed economic developments.

Integrated resource use

Two facts of life in the north are relevant for any land use planning. The first is that there is an urgent need to realize more economic benefits for the people who live there. The boom and bust cycles experienced with activities in the Mackenzie Delta-Beaufort Sea region

have served to emphasize that a more stable and broadly based economy is required, both for the adults and for the young people joining the labour market.

The second fact is that, apart from the oil and gas potential, there are no easy opportunities for increased economic activity either through entrepreneurial activity or jobs. Therefore, the land, water and renewable resources must be used to the maximum level possible consistent with conserving them unimpaired for the future. Every square mile of land and water must be used, including multiple uses when and where such issues are non-competing, or spaced at different times of the year if the proposed uses are competing. Such a resource management approach in an area as vast as the planning region demands that the people of the communities be involved in that management. To accomplish this, new models for management will be required.

Establishment of effective management bodies

The Commission, as well as residents of the region who made representations to the Commission, recognize that governments must retain the ultimate authority and responsibility for management of publicly-owned resources. However, the structure of government departments, usually segmented to permit expertise to be brought to bear on single issues, or groups of like issues, does not lend itself to effective integrated resource management. For example, the Department of Fisheries and Oceans regulates fish and marine mammals but does not control certain other activities respecting water. As outlined earlier, the Department of Renewable Resources manages wildlife but the management of Crown lands used by the wildlife rests with the Department of Indian Affairs and Northern Development. As another example, the Inuvialuit own or control large areas in the region, but the fish and wildlife resources may move back and forth between Inuvialuit and Crown lands and may therefore involve several agencies with jurisdiction over these resources. The situation calls for innovation in the joint management of land, water and renewable resources.

Existing resource management bodies created under the IFA offer new approaches to joint management by government and the people. Both the WMAC-NWT and the Fisheries Joint Management Committee are engaged in joint management activities. Both show good potential to develop further as vehicles for joint management, and the concept may be applicable more widely throughout the region. Such extensions of proven techniques, however, will require policy decisions by both the federal and territorial governments. New ground is being broken and it seems critical to have consultation with all research and management agencies involved in the region. The purpose of such consultation is to consider extension of the joint management concept to the full range of resource conservation and management activities anticipated under the Land Use Plan.

Establishment of a regional information and data base system

The community tours by the Commission served to highlight the present lack of information at the community level and the need for access to organized, easily retrievable data files. This was made evident again at the May 1988 workshop, where the community representatives sought both information from government agencies and contacts for the future.

Through the activities of the community working groups, biological and harvesting data have been added to the information found within various government departments. In addition, the Inuvialuit Land Administration, whose geographic information system records land use data for the 7.1(a) and 7.1(b) lands, is also producing maps of hunting areas, as well as fish and wildlife occurrence, based on data gathered by the community working groups. However, there has not yet been a determination of the broader information data base requirements of the region. These needs are being defined by the regional planning office as the present interim report is in preparation. In the opinion of the Commission, there is need for a permanent, updatable file to assist with the planning function at community and regional levels. Until this data base is operable there will be a special need for constant participation in the planning process by government agencies and community residents who have the necessary information.

The communities and interest groups will continue to require maps that show land and resource uses. The Regional Land Use Planning office is one possible mechanism for co-ordination of the collection and dissemination of such information. As the planning capability is developed within the communities, and as there is further development of the data base, plans will become more action oriented. Communities will then be able to systematically approach estimates of costs and benefits of various land uses.

CONCLUSIONS

Community issues and regional concerns, and the tentative goals and strategy to achieve them have been outlined in this report. To complete the Land Use Plan within the deadline requires that several important decisions now be made and actions taken. It is important to understand that the objective is to develop an ongoing process that will not end with the first Land Use Plan. The first plan will be a comprehensive framework to guide future plans.

The concerns of the communities have been heard and are well understood. Decisive action is needed now on whether the communities should proceed toward development of their own community plans, concurrently with completion of the regional plan. Once community members have established their criteria respecting land and resources necessary to ensure maintenance of their lifestyle in perpetuity, they can build into the plan all the other use issues that may arise, internally or externally. If they proceed, it will require dedication of adequate staff and funds.

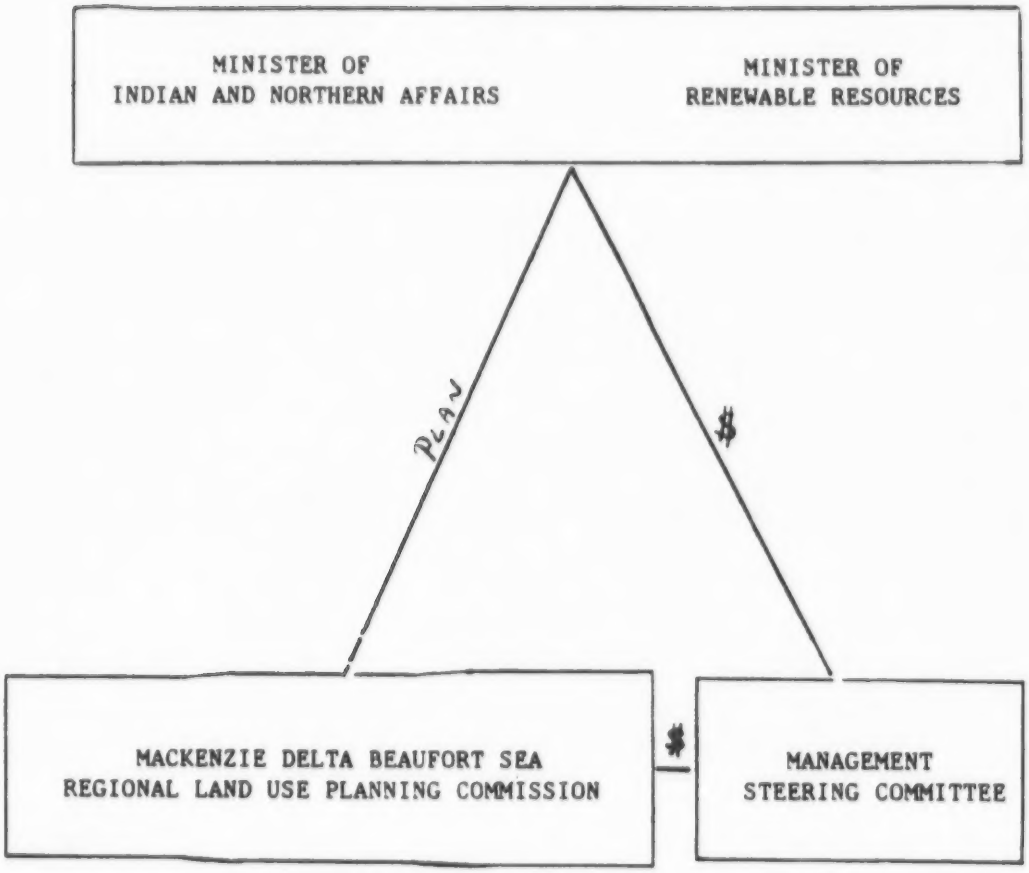
There must be concerted effort to bring about closer liaison and input from both federal and territorial governments and from industry and other interest groups. To date only one such meeting, between the executives of the Commission and representatives of the oil and gas industry, has taken place. The only clear statement received to date is from petroleum industry representatives who identified what they wished to see emerge from the planning process, which is multiple or integrated use for all lands. Government, industry and business represent the regulatory, program and financial segments of the plan. They also deal with foreign

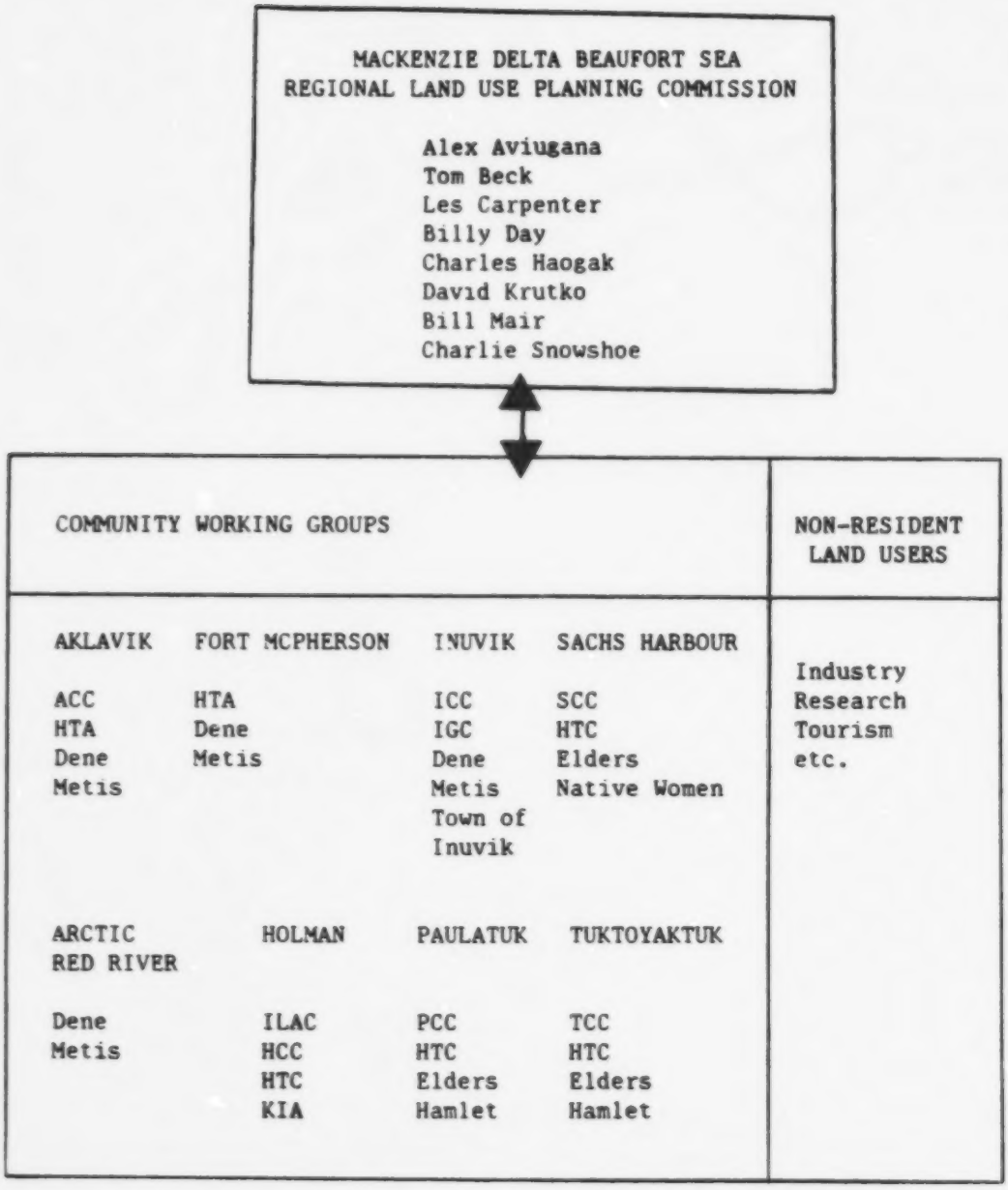
affairs, defence and major development plans that involve or impact upon this important arctic region bounded by two super-powers. Without the support and input of these broader interests the Land Use Plan can have only limited meaning and success.

A critical requirement is some policy statement about what happens upon plan completion; indeed what are the expectations of all major contributors to the plan. The communities have made their interests clear, but at the regional level and beyond the situation is far from clear. If community enthusiasm is to be maintained they must see how the planning process will bring early and positive benefits to them. There needs to be a clear indication of what positive action people can expect, to justify the time and effort that has gone into this process.

Regional issues described in this interim report centre around 13 major concerns. It is suggested that these concerns be addressed by five elements of a land use planning strategy - community planning, special use and protected area systems, integrated resource use, improved management systems, and the regional information data base. These elements should ensure implementation of the Regional Land Use Plan as residents of the region move toward achievement of the stated goals. The Commission and staff expect to complete the Regional Land Use Plan on schedule by June 1989 or at the latest by the end of 1989.

NORTHERN LAND USE PLANNING




MACKENZIE DELTA BEAUFORT SEA
REGIONAL LAND USE PLANNING COMMISSION
Alex Aviugana
Tom Beck
Les Carpenter
Billy Day
Charles Haogak
David Krutko
Bill Mair
Charlie Snowshoe
COMMUNITY WORKING GROUPS
NON-RESIDENT LAND USERS
AKLAVIK
ACC
HTA
Dene
Metis
FORT MCPHERSON
HTA
Dene
Metis
INUVIK
ICC
IGC
Dene
Metis
Town of Inuvik
SACHS HARBOUR
SCC
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Elders
Native Women
Industry
Research
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etc.
ARCTIC RED RIVER
Dene
Metis
HOLMAN
ILAC
HCC
HTC
KIA
PAULATUK
PCC
HTC
Elders
Hamlet
TUKTOYAKTUK
TCC
HTC
Elders
Hamlet

MACKENZIE DELTA BEAUFORT SEA REGIONAL LAND USE PLANNING COMMISSION

Alex Aviugana, Chairperson
P.O. Box 2123
Inuvik, N.W.T.
X0E 0T0

Les Lee Carpenter, Vice-Chairperson
Beaufort Sea Communities
General Delivery
Sachs Harbour, N.W.T. X0E 0Z0

Charlie Snowshoe, Vice-Chairperson
Mackenzie Delta Communities
General Delivery
Fort McPherson, N.W.T. X0E 0J0

Tom Beck
422 - 33rd Avenue, N.W.
Calgary, Alberta
T2K 0B4

Billy Day
P.O. Box 1818
Inuvik, N.W.T.
X0E 0T0

Charles Haogak
General Delivery
Sachs Harbour, N.W.T.
X0E 0Z0

David Krutko
General Delivery
Fort McPherson, N.W.T.
X0E 0J0

Bill Mair
2250 Kinross Avenue
Victoria, B.C.
V8R 2V5

MACKENZIE DELTA BEAUFORT SEA REGIONAL LAND USE PLANNING OFFICE

Wanda Erikson, Regional Manager
P.O. Box 2180
Inuvik, N.W.T.
X0E 0T0
Phone: 979-3986
Facs: 979-3791

Jane Henson, Planning Coordinator
Mackenzie Delta Tribal Council
P.O. Box 1509
Inuvik, N.W.T.
X0E 0T0
Phone: 979-4566

Ben Nind, Regional Planning Analyst
Department of Renewable Resources
Government of Northwest Territories
P.O. Box 2180
Inuvik, N.W.T.
X0E 0T0
Phone: 979-3986

Mike Drescher, Planning Facilitator
Inuvialuit Land Administration
P.O. Box 290
Tuktoyaktuk, N.W.T.
X0E 1C0
Phone: 977-2202

MACKENZIE DELTA BEAUFORT SEA
REGIONAL LAND USE PLANNING COMMISSION

ALEX AVIUGANA, resident of Inuvik, is the Chairperson of the Regional Land Use Planning Commission. He is also the Chairperson of the Inuvialuit Game Council. He is the former Chief Councillor for the Inuvik Community Corporation and was a member of the Northwest Territories Land Use Planning Commission. He is actively involved in issues affecting hunters and trappers and is Chairperson of the Board of the Joint Secretariat formed under the Inuvialuit Final Agreement.

TOM BECK, a resident of Calgary, formerly held environmental management positions in industry and is active in several conservation organizations. He is well respected by the oil and gas industry and northerners. He served on the Northern Conservation Task Force and is Chairman Emeritus of the Canadian Environmental Advisory Council to the Minister of Environment. Mr. Beck now works as a private consultant. He was a member of the Northwest Territories Land Use Planning Commission.

LES LEE CARPENTER, Mayor of Sachs Harbour, is Vice-Chairperson of the Regional Land Use Planning Commission for the Beaufort communities. He is Chief Councillor of the Sachs Harbour Community Corporation and was president of the Inuvialuit Regional Corporation. He formerly worked as Secretary Manager to the Sachs Harbour Settlement Council and as a CBC announcer. He now serves on the Inuvialuit Land Administration Commission and as Chairperson of the Board of the Inuvialuit Petroleum Corporation.

BILLY DAY, a resident of Inuvik, worked for the Department of Social Services, GNWT, before returning to his trapline in 1975. He was a strong supporter of WARM, a Western Arctic Regional Municipality with strong legislative powers. He served as President of the Committee for Original People's Entitlement, and now sits on the Board of the Inuvialuit Regional Corporation. He is Chief Councillor of the Inuvik Community Corporation.

CHARLES HAOGAK, a resident of Sachs Harbour, served both as Vice-President and acting President for the Committee for Original People's Entitlement. He also served as the Director for the Inuvialiut Development Corporation and as the Director of Madison Oil and Gas Limited of Calgary. He was the Chief Community Councillor for the Sachs Harbour Community Corporation and a member of the Inuvialuit Regional Corporation.

DAVID KRUTKO, a resident of Fort McPherson, is a Band Councillor. He was a Hamlet Councillor, President of the Hunters and Trappers Association for Fort McPherson as well as of Metis Local 58. He is Vice-President of the Mackenzie Delta Tribal Council and of the Metis Development Corporation. He was on the implementation team to establish one organization to represent the Dene and the Metis in the Northwest Territories. Since 1985 he has participated in the negotiation of the Yukon Overlap agreement and the Porcupine Caribou Management Agreement between the Yukon and the Northwest Territories and the International Porcupine Caribou Managment Agreement.

BILL MAIR, a resident of Victoria, is the Chairperson of the Wildlife Management Advisory Council, NWT, and past Chairperson of the Board of Directors of the Joint Secretariat. He formerly served as the Deputy Minister of Mines, Resources and Environmental Management in Manitoba as well as Policy Advisor (North) for Western Canada and then Director General for British Columbia with the Department of Regional Economic Expansion. Mr. Mair was also Chief of the Canadian Wildlife Service for eleven years. He now works as a private consultant.

CHARLIE SNOWSHOE, a resident of Fort McPherson, is Vice-Chairperson of the Regional Land Use Planning Commission for the Delta communities. He is a Band Councillor and member of the Board of the Peel River Alcohol Centre. He has been a hunter and trapper in the Fort McPherson area and has been Settlement Councillor and Chairperson. He was also a Vice-President, Northern Region, for the Dene Nation. In the past few years, he has been involved in the negotiations on the Porcupine Caribou Management Agreement, the Yukon overlap and the Dene Metis land claim. Until recently he sat on the Board of the Western Arctic Visitors Association (WAVA).

The Regional Planning Commission acknowledges the contributions of the following people who have participated in the program by being members of community working groups. There are many other people who have contributed to the development of a land use plan by attending community meetings and talking to members of the Regional Planning Commission. The names are too numerous to mention but the Commission acknowledges their contribution to the program.

AKLAVIK

Jojo Benoit
John Banksland
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James Gardlund
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Tom Arey
Fred Greenland
Dennis Pascal
Charlie Furlong
Jacob Archie
Dean Smith
Ruth Stewart

ARCTIC RED RIVER

Morris Blake
Peter Ross
Frederick Blake
Grace Blake
Gabe Andre
Nap Norbert
Annie Norbert

FORT MCPHERSON

Wilbert Firth
Ernest Firth
James Thompson
Johnny Charlie
William Clark
James Martin
James Itsi

HOLMAN

Joseph Haluksit
Isaac Aleekuk
Jack Kuptana
Jimmy Memogana
Simon Katayoak
Albert Elias
Joseph Kuptana
Pat Ekpakohak
Robert Kuptana

PAULATUK

Peter Green
Nelson Green
Edward Ruben
Albert Ruben
Tony Green
Garret Ruben
Andy Thrasher
Bill Ruben
David Ruben
Pat Ruben
Noel Green
Adam Ruben
Gilbert Thrasher

TUKTOYAKTUK

Rex Cockney
Fred Wolkie
Joey Carpenter
Eddie Dillon
Joe Panaktoluk
Vince Teddy
Mikkal Panaktoluk
Paul Voudrach

SACHS HARBOUR

Agnes Carpenter
Geddes Wolkie
Lena Wolkie
Peter Esau
Peter Sidney
Floyd Sidney
Earl Esau
Roger Kuptana

INUVIK

Tom Detlor
James Cardinal
Albert Adams
David Rowland
Bobby Gully
Pat Bourque
Willie Steffanson
Alec Kaglik
Rick Campbell
Paul Komaromi

MACKENZIE DELTA BREAUFORT SEA
REGIONAL LAND USE PLANNING COMMISSION
P.O.Box 2180
Inuvik, NWT
XOE OTO

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